GERALD A. P. CARROTHERS

REGENT PARK
(North)
HOUSING PROJECT

Canada's Premier Housing Redevelopment Project

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OF TORONTO

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H. E. McCALLUM, (Mayor), Chairman

CONTROLLER J. LOUIS SHANNON, K.C.

MRS. H. L. LUFFMAN

MR. WM. C. DIES

MR. C. J. WOOLSEY

April 9th, 1951

HARRY MATSON, Secretary,
Room 333, City Hall,
Toronto 1, Ontario.

REGENT PARK
(North)
HOUSING PROJECT

Toronto has no slums in the generally accepted meaning of the word but, in the down town section, there are a number of sub-standard residential areas and their redevelopment had long been the goal of civic-minded groups. Despite the apathy of the ratepayers, who did not seem to realize the blighting influence which sub-standard areas had on the whole of the community, these groups strongly proclaimed their belief that no great city could afford the economic drain on its resources which resulted from the conditions under which many citizens were compelled to live.

Their educational campaign bore no fruit until 1943 when the then City Planning Board, in connection with its proposal for a Master Plan, made an exhaustive study of the situation. Dealing with the matter in its Annual Report of that year, the Board stated (in part):

"Certainly every effort should be made, in rebuilding the older residential areas, to create such conditions of plan and to provide such permanent amenities as will create a residential character of the most modern type. If the City is to maintain its public services on any satisfactory basis, its residential areas should pay their share of the cost. Obviously, it would be futile to suggest a type of redevelopment which does not bear an economic relationship to present land values and assessments.

"If the values of these central properties are to be retained at anything near their present assessments, it is obvious that redevelopment on the basis of private detached dwellings is out of the question and that duplex houses and other multiple-family dwellings should be permitted.

"However, merely to permit the building of new residential buildings on the existing street pattern, and as a patchwork programme applied to the present situation, is to fail to create

the attractive surroundings which are essential. Reconstruction must, therefore, consist in the clearing out of the existing buildings, the redesign of the street plan to eliminate through traffic and to provide adequate amenities in the form of parks and children's playgrounds, and the rebuilding of the whole area.

"This objective cannot be obtained by individuals on their own resources but only by the community as a whole. The practical job of demolition and replanning requires that all of the property be purchased by public agencies, presumably by the municipality, aided financially by Provincial and Federal Governments. The job of rebuilding is largely a matter for private enterprise, although public housing for the depressed economic classes should undoubtedly have a place in any such programme."

As the specific area first to be redeveloped in accordance with its suggestions, the Board selected what is now known as Regent Park (north), being that section of the City from Dundas Street East to Gerrard Street East between Parliament and River Streets, as "the general plan of streets and the physical condition of the existing houses suggested the necessity for a drastic revision of the plan, before new building should be undertaken", the estimated average age of the buildings being from 60 to 70 years, their physical condition low and 48 percent of the dwelling units heated only by stoves.

The Report continued by stating:

"Since by far the majority of the present population are tenants rather than owners, it has been believed proper that reconstruction should be in the form of houses built solely for rent . . . doubtful if private enterprise can provide suitable housing . . . therefore, if new housing is to be provided some form of subsidized public housing is indicated . . . on the superblock principle in site planning, which principle has been followed generally in modern housing developments in the United States and other countries. As applied to the area, it involves the closing of Sumach and Sackville Streets from Dundas to Gerrard Streets, Oak Street from Parliament to River Streets, and the elimination of all narrow lanes or dead-end streets on which houses now stand. As a result, vehicular traffic would be diverted to the boundary streets and the areas now devoted to interior streets and alleys consolidated and devoted to open green areas and playgrounds for children".

Composed of six major city blocks located approximately one and one-half miles from City Hall, the area contains 42.5 acres.

National Housing Act, 1944

Although the Dominion Government had endeavored to relieve the acute housing situation by its construction of war time houses and by assisting municipalities in the conversion of large houses and other buildings to multi-unit houses, it was not until 1944 that legislation was passed which permitted its participation in a project such as Regent Park (north). In that year, the National Housing Act, 1944, was approved by Parliament, Section 12 of which provides:

(1) In order to assist in the clearance, replanning, rehabilitation and modernization of slum areas or blighted or sub-standard areas in any municipality, the Minister, with the approval of the Governor-in-Council, may make grants to a municipality in order to assist in defraying the cost to such municipality of acquiring and clearing, whether by condemnation proceedings or otherwise, an area of land suitable as a location for a low cost or moderate cost rental housing project.

(2) A grant shall be made under this section only if,

(a) the land is acquired and cleared and is to be developed in accordance or in harmony with an official community plan, satisfactory to the Minister;

(b) the land is sold by the municipality to a limited-dividend housing corporation or a life insurance company which has agreed to construct thereon a rental housing project under the provisions of section nine or section eleven, respectively, of this Act, at a price which in the opinion of the Minister will enable the family housing units to be provided by the rental housing project to be leased to tenants on a fair and reasonable basis; and

(c) the acquisition and clearing of the land by the municipality have been approved by the government of the province concerned.

(3) No grant made under this section shall exceed one-half of the amount by which the cost of acquisition and clearance of the land, including cost of condemnation proceedings, if

any, exceeds the cost at which the land so acquired and cleared is sold to a limited-dividend housing corporation or an insurance company for the purpose of constructing thereon a rental housing project, and no grant shall be made under this section unless the remainder of the excess is borne by the municipality or jointly by the municipality and the government of the province in which the municipality is situated.

(4) A grant under this section shall be paid out of any unappropriated moneys in the Consolidated Revenue Fund, but the aggregate amount thereof shall not exceed twenty million dollars.

(5) The Governor in Council, on the recommendation of the Minister, may make the regulations determining the manner in which costs are to be determined for the purposes of this section, and providing for such other matters as may be deemed necessary and desirable for the carrying out of the purposes or provisions of this section.

Studies and Enabling Legislation

With provision thus being made for assistance from the Canadian Government, the citizen groups redoubled their efforts for a redevelopment programme, studies were made by a Housing Committee appointed by City Council, and the newly constituted Toronto City Planning Board, like its predecessor fully aware of the urgent need for rental housing, explored the situation thoroughly.

Early in 1946, following the preliminary studies which had been made, City Council applied to the Legislature for a private act—The City of Toronto Act, 1946—which was approved and which provides, in part:

2. Subject to the approval of the Minister of Municipal Affairs, the Council of the Corporation may pass by-laws for undertaking slum clearance or low-rental housing projects within the municipality, and for such purposes may,

   (a) purchase, lease, acquire, or expropriate land and buildings within the municipality;

   (b) alter, repair or construct housing accommodation;

(c) manage, lease, sell or otherwise dispose of land and building on such terms and conditions and to such persons or classes of persons as the council may decide; and

(d) enter into agreements with the Crown, any commission, board or person for the repair, alteration, construction, operation, management and for sharing the cost of such slum clearance or low-rental housing projects.

Under the authority of this legislation, the then Mayor, Mr. Robert H. Saunders, approached Housing Enterprises Limited, a limited-dividend housing corporation in accordance with the provisions of the National Housing Act, 1944, and requested that a report be prepared, with cost estimates, for the clearing and redevelopment of the area in question. Such plan, which was based on the elimination of all through streets, received the endorsement of the Toronto City Planning Board, which recommended to City Council that the redevelopment plan be undertaken as the initial project under the Act, the fact being stressed that, with land coverage of only 15 per cent, excellent provision was made for open spaces for recreation and other purposes.

City Council and the Ratepayers Approve

The matter was then formally presented to the City Council for consideration and, on November 25, 1946, Council passed By-law No. 16763, to provide for the question of the clearance and rehabilitation of the area being submitted to a vote of the electors qualified to vote on money by-laws at the next Municipal Elections.

After preliminary conversations with the Minister of Reconstruction and Supply, The Right Honourable C. D. Howe, and his officials, to determine whether the redevelopment plan, as proposed, would come within the scope of the National Housing Act, a complete statement was prepared by Mr. Saunders and was distributed to interested groups, discussed at public meetings and used by him in his radio addresses. In this way, the widest possible publicity was given to the plan and, on January 1, 1947, by a vote of five to three, the qualified electors decided that this redevelopment work should be undertaken.

Special Legislation

When it later developed that Housing Enterprises Limited was unable to proceed with its plan, City Council decided that

this important project could not be allowed to drop, in view of this decisive vote, and, therefore, applied for special legislation to establish The Housing Authority of Toronto. This legislation provides:

(1) The council of the Corporation may by by-law establish a housing authority to be known as "The Housing Authority of Toronto", and may entrust to such housing authority the construction, maintenance, control, operation and management of any housing project as defined by The Planning Act, 1946, any emergency housing project, any low-rental housing project, any slum clearance project, or any other housing project which the Corporation has undertaken or may undertake under its powers.

(2) The said housing authority shall be a public commission and a body politic and corporate and shall consist of not less than three nor more than five members, the majority of whom shall not be members of the said council, and each of whom shall be a resident and a ratepayer of the City of Toronto and shall be appointed by the said council on the nomination of the board of control, and no appointment shall be made by such council in the absence of such nomination except on the affirmative vote of at least two-thirds of the members of the said council present and voting.

(3) The members so appointed shall hold office for three years and until their successors are appointed, provided that a member of the said council so appointed shall be deemed to have resigned therefrom when he ceases to be a member of council.

(4) Where a vacancy in the said housing authority occurs from any cause, the council shall immediately appoint a person, qualified as set out in this section, to be a member, who shall hold office for the remainder of the term for which his predecessor was appointed.

(5) Any member of such housing authority shall be eligible for reappointment on the expiration of his term of office.

(6) The members of the said housing authority may be paid such salary or other remuneration as may be fixed by by-law of the council.

(7) Upon the passing of the by-law entrusting any such project to the said housing authority, all the powers, rights, authorities and privileges conferred on the said Corporation by any general or special Act with respect to the project named in the by-law shall be exercised by the said housing authority and not by the Corporation, but subject to such limitations as the by-law may provide.

(8) The Housing Authority of Toronto shall, in particular, but not so as to restrict its general powers and duties, have the following powers and duties:

(a) To hold, lease or sell land and to construct, tear down, alter, repair, equip and maintain buildings for the purpose of carrying out any project entrusted to it;

(b) To make rules and regulations relating to the selection of tenants of housing accommodation controlled by it, and to make agreements with such tenants for the enforcement of such rules and regulations;

(c) To fix rentals having regard to the value of the accommodation and the ability of the tenant to pay at such amounts as may be considered reasonable to carry out the purpose of the project;

(d) To submit to the board of control an annual budget of its estimated revenues and expenditures and to make requisitions upon the said council for all sums of money required to carry out its powers and duties, but nothing herein contained shall divest the council of its authority with reference to providing the money for such projects, and, when money is so provided by the said council, the treasurer of the municipality shall, upon the certificate of the the said housing authority, pay out such money.

(9) Immediately after the end of each year, the said housing authority shall submit its annual report to council including a complete audited and certified financial statement of its affairs, with revenue and expense account, balance sheet and profit and loss statement.

(10) All the books, documents, transactions and accounts of the said housing authority shall, at all times, be open for inspection by the audit department of the said City.

(11) Notwithstanding anything herein contained, the powers, rights, authority or privilege of the council of the Corporation to raise money by the issue of debentures or otherwise for the carrying out of any of the said projects shall not be transferred to the said housing authority.

(12) The council of the Corporation may by by-law abolish the said housing authority, and upon such by-law coming into force the housing authority shall cease to exist and the whole of its undertaking, property, deeds, agreements, leases, mortgages and other assets shall be and become vested in the said Corporation and be subject to the control and management of the council, and for such purpose it shall not be requisite that any conveyance, transfer or assignment be executed or made.

The Housing Authority of Toronto Established

Royal Assent was given to this legislation on April 3, 1947, and, by By-law No. 16933, passed May 12, 1947, The Housing Authority of Toronto was established and was entrusted with the construction, maintenance, control, operation and management of the Regent Park (north) Housing Project, the initial members of the Authority being:

His Worship, Mayor Robert H. Saunders, C.B.E., K.C.,
Alderman J. Louis Shannon, K.C.,
Mrs. H. L. Luffman,
Mr. William C. Dies,
Mr. C. J. Woolsey.

The Inaugural Meeting was held on Monday, May 19, 1947, at which the Mayor reviewed the discussions he had had with the authorities in Ottawa and advised the Members that Mr. J. E. Hoare, Jr., an architect, had made an intensive study of low-cost housing in connection with a proposal made by a client some time previously and had produced an excellent set of plans and specifications which had been considered favorably by Government officials. At a subsequent meeting, he advised that Messrs. T. D. leMay, G. D. Bland and K. S. Gillies, Commissioners of City Planning, Property and Buildings, respectively, had investigated the proposal of Mr. Hoare, as compared with that of Housing Enterprises Limited, and had reported favorably as to the Hoare Plan, because of a saving in construction costs

and the provision of a greater number of housing units for the same area. A copy of the report and the plan was furnished to each Member for study.

On July 14, 1947, having been advised that arrangements were being made by City Council to expropriate the lands necessary for the project and that the Minister of Planning and Development (Ontario) had been requested to approve of the passing of a by-law for undertaking the work, the Authority retained the services of Mr. Hoare as Architect for the Project and presented certain suggestions for his guidance in preparing the plans for such Project.

On July 15, 1947, City Council passed By-law No. 16997, which expropriated the lands within the Project Area, which by-law was later amended to exclude lands at the northeast corner of Gerrard Street East and Parliament Street, as it was considered by the Authority that the acquirement of such lands would entail the expenditure of a much larger amount than could be justified.

As it was considered desirable by City Council that all phases of this important project should be placed under the control of one body, By-law No. 17046 was passed on September 29, 1947, amending By-law No. 16933 by adding thereto Section 1A, as follows

> The authority is authorized and empowered, in the name and on behalf of the Corporation
>
> (1) To buy, acquire, sell, convey or otherwise deal with the lands described in By-law No. 16997 of the Corporation;
>
> (2) to settle and pay claims for damages or compensation arising out of or incidental to the expropriation of the lands described in the said By-law No. 16997 or, where necessary or advisable, to submit any such claim to arbitration and pay any award resulting therefrom, together with any costs or expenses incidental thereto;

and, on November 10, 1947, having received the approval of the Minister, passed By-law No. 17080 which provided:

(1) The undertaking by the Corporation of the slum clearance or low rental housing project known as Regent Park Housing Project (North Plan) is hereby authorized and confirmed.

Debentures Issued and Plans Prepared

On the same day, City Council, with the approval of the Ontario Municipal Board, passed By-law No. 17085, which authorized the issue of debentures to provide the sum of $2,000,000.00, on account of the estimated cost of the Project, and the Authority was then in a position to consider the recommendations of the Commissioner of Finance for the acquisition of properties and authorize their purchase.

As mentioned previously, the Project Area contains 42.5 acres, of which 9.3 acres represents the area of the internal streets and lanes, leaving an area of 33.2 acres. It was decided by the Authority that it would not interfere with the redevelopment plan if Oak Street United Church were allowed to remain, as its location on the north side of Oak Street was clear of the proposed buildings and the cost of acquisition would be saved. At the same time, it was discovered that the development proposed by the Macedono-Bulgarian Eastern Orthodox Church, then under construction at the north-east corner of Dundas Street East and Sackville Street, would seriously interfere were it to be allowed to continue according to plan. Negotiations were, therefore, conducted between the Authority and the Church officials, which resulted in the plans being amended to conform with the redevelopment plan and arrangements were made for the exchange of the necessary lands.

As the two churches would occupy about four-fifths of an acre of land, the net area to be acquired was reduced to 32.4 acres and a very careful estimate placed the value of such lands and buildings at an amount of $2,300,000.00, such value being based on conditions existing as of July 15, 1947, the date on which the expropriation by-law was passed.

It was decided that, in accordance with all other proposals, the development must be undertaken on a super-block basis, with all internal streets eliminated and no through traffic permitted. Provision was to be made for local deliveries and parking spaces but no garage accommodation was even contemplated, as it was felt that such accommodation would be out of place in any public housing redevelopment scheme which was to be operated at a less-than-cost rent.

Development Proposed

The block plan which was presented by the Architect, after consultation with the Authority, provides for twenty apartment-house buildings and nine group-house buildings to contain a total of 1,062 housing units varying in size from three to seven rooms. The layout divides the area into three sections with the buildings surrounding open "breathing spaces" so urgently required in this congested area, the development by sections to be as follows:

WESTERN SECTION			
2 buildings—each with	24	6-room units	48 units
	24	4-room units	48 units
	6	3-room units	12 units
6 buildings—each with	24	5-room units	144 units
	24	4-room units	144 units
2 buildings—each with	4	7-room units	8 units
	4	6-room units	8 units
			412 units
CENTRAL SECTION			
2 buildings—each with	24	6-room units	48 units
	24	4-room units	48 units
	6	3-room units	12 units
4 buildings—each with	24	5-room units	96 units
	24	4-room units	96 units
3 buildings—each with	4	7-room units	12 units
	4	6-room units	12 units
			324 units
EASTERN SECTION			
1 building—with	24	5-room units	24 units
	12	4-room units	12 units
	18	3-room units	18 units
5 buildings—each with	24	5-room units	120 units
	24	4-room units	120 units
4 buildings—each with	4	7-room units	16 units
	4	6-room units	16 units
			326 units
Total			1,062 units

which will provide accommodation for:

2 person families.....—3-room units.....	42	families
3 or 4 person families—4-room units.....	468	families
5 or 6 person families—5-room units.....	384	families
7 or 8 person families—6-room units.....	132	families
9 or 10 person families—7-room units.....	36	families
Total.....	1,062	families

Tenders Called—Negotiations Continued

On November 27, 1947, the plans and specifications for a 48-suite apartment building and an 8-family group-house building having been approved, such buildings to be erected on available vacant land in the Eastern Section, the Secretary was instructed to call for tenders.

At the same meeting communications were read from the Minister of Reconstruction and the President of Central Mortgage and Housing Corporation, the Government's agent, regarding Government participation in the Project and the Secretary was directed to request, for the Minister's use, the written approval of the Toronto City Planning Board and of the Minister of Municipal Affairs, as well as the opinion of the City Solicitor as to whether the Authority could be considered to be a limited-dividend housing corporation within the spirit and intent of Section 9 of The National Housing Act, 1944.

When tenders were opened on February 9, 1948, they were referred to the Architect for consideration and report and at the same time he was requested to submit a complete estimate of the costs of construction and maintenance of the entire project. The report on Tenders was received at the next meeting of the Authority but, as negotiations were still under way with the officials at Ottawa, it was decided to defer consideration until a satisfactory arrangement had been made.

Mr. Saunders having resigned as Mayor was deemed to have resigned from the Authority and by By-law No. 17235, passed May 3, 1948, was replaced by His Worship, Hiram E. McCallum. In the meantime, although not a Member, Mayor McCallum had been requested to attend the meetings and had accompanied a deputation to interview Hon. Dana H. Porter, K.C., then Minister of Planning and Development (Ontario), as to the import of recent Provincial Housing Legislation.

Negotiations continued with both the President of Central Mortgage and Housing Corporation and the Provincial Government and officials, necessitating the preparation of several reports and the submission of complete details, including the plans and the proposed rent scale.

The Rent Scale

In 1947, as part of the Toronto Metropolitan Housing Research Project, Mr. Humphrey Carver and Mrs. Alison L. Hopwood had prepared a report "A Rent Scale for the Regent Park Housing Project", such rent scale being based on 20 per cent of the monthly income for shelter rent, with variations for family size and income, and the Authority specifically adopted the principles of the Carver-Hopwood Rent Scale as fully set forth in their 1947 Report. As each housing unit is to be furnished with a cooking range and a refrigerator and will be supplied with heating, water, continuous hot water, etc., being items which are usually paid for directly by the tenants of houses, a monthly service charge ranging downward from $13.00 is charged.

This Rent Scale, which was later approved by the Central Mortgage and Housing Corporation, is shown on pages 14 and 15, from which it will be seen that, regardless of the size of the accommodation required, the rents charged will be based on ability to pay. Thus, a family of two with an income of $100.00 a month will be required to pay $20.00 for shelter rent and $9.00 for services, a total monthly rent of $29.00, which has been set by the Authority as the minimum monthly rent for a housing unit, while a family of ten with an income of $300.00 a month will also pay 20 per cent of its income, or $60.00, for a shelter rent, plus $13.00 for services, or a total of $73.00 a month.

To conform with the provisions of the National Housing Act, 1944, the maximum amount payable has been placed at $72.00 a month for shelter rent, based on the estimated net cost per unit, and $13.00 for services, total $85.00. This amount will be amended, when such information is available upon the completion of the Project, according to the actual cost per unit.

Deemed to be a Limited-Dividend Housing Corporation

As mentioned previously, it was necessary that The Housing Authority of Toronto should be deemed, in effect, to be a limited-

RENT SCALE FOR REGENT PARK HOUSING PROJECT (NORTH PLAN)

Based on 20% of Monthly Income for Rent, as amended by the Carver-Hopwood Scale for variations of family size and income, plus charge for heating, water and other services ranging down from a maximum of $13.00 monthly.

Minimum $29.00—For Rent and Services—Maximum $85.00

NUMBER OF PERSONS IN THE FAMILY

Monthly Income	2			3			4			5			6			7			8			9			10		
	R.	S.	T.	R.	S.	T.	R.	S.	T.	R.	S.	T.	R.	S.	T.	R.	S.	T.	R.	S.	T.	R.	S.	T.	R.	S.	T.
	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$
$350 and up	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	72	13	85	72	13	85
$345–349	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	72	13	85	71	13	84	70	13	83
340	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	72	13	85	71	13	84	70	13	83	69	13	82
335	..	..	..	..	..	..	..	..	..	..	..	..	72	13	85	71	13	84	70	13	83	69	13	82	68	13	81
330	..	..	..	..	..	..	..	..	..	72	13	85	71	13	84	70	13	83	69	13	82	68	13	81	67	13	80
325	..	..	..	72	13	85	72	13	85	71	13	84	70	13	83	69	13	82	68	13	81	67	13	80	66	13	79
$320–324	72	13	85	71	13	84	70	13	83	69	13	82	68	13	81	67	13	80	66	13	79	65	13	78	64	13	77
315	71	13	84	70	13	83	69	13	82	68	13	81	67	13	80	66	13	79	65	13	78	64	13	77	63	13	76
310	70	13	83	69	13	82	68	13	81	67	13	80	66	13	79	65	13	78	64	13	77	63	13	76	62	13	75
305	69	13	82	68	13	81	67	13	80	66	13	79	65	13	78	64	13	77	63	13	76	62	13	75	61	13	74
300	68	13	81	67	13	80	66	13	79	65	13	78	64	13	77	63	13	76	62	13	75	61	13	74	60	13	73
$295–299	66	13	79	65	13	78	64	13	77	63	13	76	62	13	75	61	13	74	60	13	73	59	13	72	58	13	71
290	65	13	78	64	13	77	63	13	76	62	13	75	61	13	74	60	13	73	59	13	72	58	13	71	57	13	70
285	64	13	77	63	13	76	62	13	75	61	13	74	60	13	73	59	13	72	58	13	71	57	13	70	56	13	69
280	63	13	76	62	13	75	61	13	74	60	13	73	59	13	72	58	13	71	57	13	70	56	13	69	55	13	68
275	62	13	75	61	13	74	60	13	73	59	13	72	58	13	71	57	13	70	56	13	69	55	13	68	54	13	67
$270–274	60	13	73	59	13	72	58	13	71	57	13	70	56	13	69	55	13	68	54	13	67	53	13	66	52	13	65
265	59	13	72	58	13	71	57	13	70	56	13	69	55	13	68	54	13	67	53	13	66	52	13	65	51	13	64
260	58	13	71	57	13	70	56	13	69	55	13	68	54	13	67	53	13	66	52	13	65	51	13	64	50	13	63
255	57	13	70	56	13	69	55	13	68	54	13	67	53	13	66	52	13	65	51	13	64	50	13	63	49	13	62
250	56	13	69	55	13	68	54	13	67	53	13	66	52	13	65	51	13	64	50	13	63	49	13	62	48	13	61
$245–249	54	13	67	53	13	66	52	13	65	51	13	64	50	13	63	49	13	62	48	13	61	47	13	60	46	13	59
240	53	13	66	52	13	65	51	13	64	50	13	63	49	13	62	48	13	61	47	13	60	46	13	59	45	13	58
235	52	13	65	51	13	64	50	13	63	49	13	62	48	13	61	47	13	60	46	13	59	45	13	58	44	13	57
230	51	13	64	50	13	63	49	13	62	48	13	61	47	13	60	46	13	59	45	13	58	44	13	57	43	13	56
225	50	13	63	49	13	62	48	13	61	47	13	60	46	13	59	45	13	58	44	13	57	43	13	56	42	13	55

	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$	$
$220–224	48	13	61	47	13	60	46	13	59	45	13	58	44	13	57	43	13	56	42	13	55	41	13	54	40	13	53
215	47	13	60	46	13	59	45	13	58	44	13	57	43	13	56	42	13	55	41	13	54	40	13	53	39	13	52
210	46	13	59	45	13	58	44	13	57	43	13	56	42	13	55	41	13	54	40	13	53	39	13	52	38	13	51
205	45	13	58	44	13	57	43	13	56	42	13	55	41	13	54	40	13	53	39	13	52	38	13	51	37	13	50
200	44	13	57	43	13	56	42	13	55	41	13	54	40	13	53	39	13	52	38	13	51	37	13	50	36	13	49
$195–199	42	12	54	41	12	53	40	12	52	39	12	51	38	12	50	37	12	49	36	12	48	35	12	47	34	12	46
190	41	12	53	40	12	52	39	12	51	38	12	50	37	12	49	36	12	48	35	12	47	34	12	46	33	12	45
185	40	12	52	39	12	51	38	12	50	37	12	49	36	12	48	35	12	47	34	12	46	33	12	45	32	12	44
180	39	12	51	38	12	50	37	12	49	36	12	48	35	12	47	34	12	46	33	12	45	32	12	44	31	12	43
175	38	12	50	37	12	49	36	12	48	35	12	47	34	12	46	33	12	45	32	12	44	31	12	43	30	12	42
$170–174	36	11	47	35	11	46	34	11	45	33	11	44	32	11	43	31	11	42	30	11	41	29	11	40	28	11	39
165	35	11	46	34	11	45	33	11	44	32	11	43	31	11	42	30	11	41	29	11	40	28	11	39	27	11	38
160	34	11	45	33	11	44	32	11	43	31	11	42	30	11	41	29	11	40	28	11	39	27	11	38	26	11	37
155	33	11	44	32	11	43	31	11	42	30	11	41	29	11	40	28	11	39	27	11	38	26	11	37	25	11	36
150	32	11	43	31	11	42	30	11	41	29	11	40	28	11	39	27	11	38	26	11	37	25	11	36	24	11	35
$145–149	30	10	40	29	10	39	28	10	38	27	10	37	26	10	36	25	10	35	24	10	34	23	10	33	22	10	32
140	29	10	39	28	10	38	27	10	37	26	10	36	25	10	35	24	10	34	23	10	33	22	10	32	21	10	31
135	28	10	38	27	10	37	26	10	36	25	10	35	24	10	34	23	10	33	22	10	32	21	10	31	20	10	30
130	27	10	37	26	10	36	25	10	35	24	10	34	23	10	33	22	10	32	21	10	31	20	10	30	20	9	29
125	26	10	36	25	10	35	24	10	34	23	10	33	22	10	32	21	10	31	20	10	30	20	9	29			
$120–124	24	9	33	23	9	32	22	9	31	21	9	30	20	9	29	20	9	29	20	9	29						
115	23	9	32	22	9	31	21	9	30	20	9	29															
110	22	9	31	21	9	30	20	9	29																		
105	21	9	30	20	9	29																					
100 and down	20	9	29																								

R—Rent : Shelter Rent as ordinarily provided in a house.
S—Services : Heating, water and other services, usually purchased directly by the tenant of a house.
T—Total : The total monthly amount the tenant will be required to pay to the Authority.

dividend housing corporation, in order that the City of Toronto could qualify for a grant from the Dominion Government of one-half of the net cost to the City of acquiring and clearing the site. Fully realizing that the Authority was not a profit-making corporation and that Regent Park Housing Project was expected to be operated at an annual deficit to be borne by the ratepayers of Toronto, the officials of Central Mortgage and Housing Corporation were most co-operative and advised that, if certain suggested clauses were added to the by-law establishing the Authority, they would then recommend that an Agreement be entered into between the Government, the City and the Authority.

City Council approved of these suggestions and, on June 28, 1948, passed By-law No. 17319 to amend By-law No. 16933 by adding to Section 1A thereof the following subsections:

(3) To construct and operate the said project in accordance with the tenor and spirit of section 9 of the National Housing Act, 1944, and to enter into an agreement with Central Mortgage and Housing Corporation to this effect.

(4) To charge rents not in excess of an amount which is equal to the aggregate of the costs of operating the project, its maintenance, repair and replacements and the equivalent of the amortization of the costs of the project at three per cent per annum over a period of fifty years.

Contracts Awarded and Construction Commenced

Wednesday, June 30, 1948, was, therefore, a Red Letter Day in the history of Regent Park (north). Not only was the Authority advised that the way was now clear for the preparation and execution of the Agreement with Ottawa but His Worship, Mayor McCallum, announced that he had been informed that, entirely as an experimental measure, the Ontario Government had agreed to make a contribution of $1,000.00 a unit toward the construction costs of the first fifty-six units.

He then moved that the Authority proceed forthwith with the letting of contracts for the erection of one 48-suite apartment building and one 8-family group-house building. The motion was seconded and, after the various Members had expressed their appreciation of the participation of all three levels of government in this, the first moderate-rental public housing redevelopment project in Canada, was carried unanimously.

The Architect reviewed the tenders received on February 9 and stated that those submitting the lowest tenders had agreed to accept contracts at the figures quoted but subject in most cases to an escalator clause or to accept contracts at amounts which had been modified to include increases which had taken place up to June 30. He recommended this latter course.

Contracts in accordance with these modified amounts were awarded by the Authority.

Except for the "breathing spaces" being retained for park and playground purposes, little vacant land was available and, by reason of the acute housing situation then and still existing, it was not possible to tear down and remove any of the old houses until after new accommodation had been constructed. The project, therefore, presented problems not ordinarily encountered in a building programme.

A site was obtained for Building No. 1—a 48-suite apartment building—by utilizing rear land south of Gerrard Street, midway between Sumach and River Streets, and by demolishing a public garage, a workshop, and the rear part of a store-and-dwelling building but without moving any family. Although the building was constructed almost at the rear entrances of the Gerrard Street houses and notwithstanding the inconvenience to which these families were subjected, they registered no complaints. They fully realized that there was no other way for the reconstruction programme to proceed and were, therefore, very co-operative. A site for Building No. 2—an 8-family group-house building—presented no such difficulty, as there was a large vacant plot at the north-east corner of Dundas Street East and Sumach Street.

Excavation work was under way by the middle of July and construction work proceeded so that by Wednesday, September 29, 1948, Building No. 1 was ready for the corner stone, a brief account of the ceremony appearing below.

A Brief Account of the Ceremony of the Laying of the Corner Stone

On Wednesday, September 29, 1948, at 3.00 o'clock in the afternoon, an event took place which was unique in the annals of Canada, the laying of the corner stone of the initial building in Regent Park Housing Project (north plan), a publicly-financed

low-rental redevelopment of a sub-standard housing area. The colorful ceremony was attended by hundreds of citizens, including representatives of the Dominion Government, the Province of Ontario, the City Council and Board of Education, the clergy from nearby churches, Veterans', Women's and Labor organizations, and members of the Toronto Branch of the Community Planning Association of Canada, formerly the Citizens' Housing and Planning Association of Toronto.

After the Invocation by Rev. Ray McCleary, M.B.E., the proceedings were opened by Alderman J. Louis Shannon, K.C., Vice-Chairman of the Housing Authority of Toronto, who briefly outlined the history of the project. He then introduced Mr. Wm. C. Dies, a Member of the Authority, who, in a few well chosen remarks, stressed the importance of the venture from the standpoint of the Veteran. Mr. Dies then assisted in the introduction of the platform guests.

Mrs. H. L. Luffman, another Member, in depositing documents and other papers in the box to be placed in the corner stone, expressed the earnest hope that other Canadian cities would soon embark on like enterprises, long the goal of citizen organizations throughout the country. In placing the box in the corner stone, its donor, Mr. J. E. Hoare, Jr., the Architect for the Project, stated that he had derived a great deal of personal satisfaction and pleasure from working with the Members of the Authority and officials in re-designing the layout of the area.

Declaring that Labor, being proud of the part it has played and will continue to play in the redevelopment project, must insist that only qualified workers be employed, Mr. C. J. Woolsey, also a Member of the Authority, called upon Mr. Wm. Jenoves, President, Toronto District Labor Council, who presented an Honorary Membership in the Bricklayers' and Tile Setters' International Union to Mayor Hiram E. McCallum, Chairman of the Housing Authority of Toronto, the second time only that such a card had been issued in Toronto. Mr. Woolsey then presented the Mayor with a silver trowel. Mr. Robert H. Saunders, C.B.E., K.C., former Mayor and first Chairman of the Authority, in presenting the mallet to be used in the ceremony, repeated his strong belief that no city could afford not to redevelop its sub-standard areas.

Emphasizing that this forward step to better living was strongly supported by the ratepayers, Mayor McCallum paid tribute to the Dominion and Provincial Governments for their assistance in making it possible. His Worship also drew attention to the benefits which would accrue, not only to the district but also to the City at large. Plying trowel and mallet in time-honored form, he then declared the corner stone "Well and Truly Laid", after which a prayer of dedication was pronounced by Mr. McCleary.

The Ceremony closed with the singing of the National Anthem, led by the Children's Choir from Park Public School.

GOD SAVE THE KING

The Prime Minister's Visit

Great interest in the Project was shown by Ministers and officials of both governments and, upon the occasion of his official visit to Toronto on February 19, 1949, the Right Honourable Louis S. St-Laurent expressed his desire to visit the site. While work had progressed satisfactorily on Building No. 1, construction had not reached the stage which permitted a close inspection but Building No. 2, being smaller, was rapidly nearing completion and the Prime Minister was able to inspect it from the basement up and expressed his pleasure for the opportunity to do so.

Later, at the luncheon tendered in his honor by the Mayor and Council of the City of Toronto, Mr. St-Laurent, in expressing his appreciation for the unreserved co-operation the government at Ottawa had received from this city in all matters of mutual concern, said, in part,

"My colleagues and I are unanimous in the view that the relations of the Federal Government with the City of Toronto are a model of what relations should be between the government of the nation and the municipal government of a great city."

While he also dealt with other matters of especial interest to Toronto citizens, the Prime Minister dealt mainly with the housing situation and the active steps taken by the City to relieve the housing congestion in the Toronto area, stating, in part,

"Certainly there has been no complacency in the Toronto City Council about the housing needs of the Greater Toronto area. These activities are evidence of the most friendly co-operative relationship which could exist between a municipality and the Federal Government. The City of Toronto has given an outstanding example of the practical way in which Governments can work together in the public interest.

"I was particularly interested in actually seeing Regent Park because this new project is a landmark in Canadian housing. Regent Park is the first example of urban redevelopment in a metropolitan area. It is the first instance of joint participation by a municipality, a Provincial Government and the Federal Government. Perhaps you will excuse me for saying there was so much goodwill between the City and the Federal Government that it over-flowed and brought in the Provincial Government as well. (Greeted with a smile of agreement from the Honourable Thomas L. Kennedy, then Prime Minister of the Province.) I believe I am correct in saying it is the first time in Canada a municipality has undertaken a large scale project to look after the housing needs of low income families. The Regent Park project demonstrates that, when the local authorities really mean business, they can secure the effective co-operation of the Provincial and Federal Governments. It is our expectation that Regent Park will serve as a model in the practical application of the clearance provisions of the National Housing Act."

Problems of the Reconstruction Programme

Mention has been made that the redevelopment of Regent Park (north) presented problems not ordinarily encountered in a building programme. No old houses could be torn down until other accommodation was available for the families to be displaced. It was and is the established policy of the Authority that priority in re-housing would be given to those families which were resident in the project area on July 15, 1947, the date on which the site was expropriated, but newly completed housing units were not always of a size appropriate to the size of a family which occupied a house to be demolished. Again it must be stressed that the resident families co-operated fully with the Authority and agreed to move to other old houses until such time as suitable new accommodation was available.

Building No. 2 is comprised of four 7-room units and four 6-room units, providing accommodation for families of seven to ten persons. The first family moved from No. 218 Sumach Street on March 30, 1949, (see illustrations on next page) to this new building across the street at the corner of Dundas Street East and Sumach Street and the other seven families had moved in by April 1.

Anticipating the completion of Building No. 2, tenders had been invited for the construction of Buildings Nos. 3 and 4 and, on April 19, 1949, contracts were awarded for the construction of a 54-suite apartment building at the north-west corner of Oak and River Streets to contain twenty-four 5-room units, twelve 4-room units and eighteen 3-room units and a second 8-family group-house building at the south-west corner of Gerrard Street East and River Street. To clear these sites, it was necessary to raze ten houses, a tavern and a small factory, the larger families being accommodated in our new building and the others moving to temporary quarters elsewhere.

With the completion of Building No. 1 on November 1, 1949, twenty-four 5-room and twenty-four 4-room units were available but, as it was considered desirable that the public should be permitted to inspect the premises, tenants were placed in the two upper floors only and the ground floor was opened for inspection on November 8, 9 and 10. The remaining sixteen tenants were all in occupation by November 14.

The Authority, on August 29, 1949, had awarded contracts for the construction of Nos. 5, 6 and 7, three more 48-suite apartment buildings, containing 4- and 5-room units, and the sites were cleared and construction started as soon as the occupants could be moved to other accommodation. Located respectively at the north-east and south-east corners of Oak and Sumach Streets and on the north side of Dundas Street East midway between Sumach and River Streets, these sites required the demolition of thirty-nine old houses.

Building No. 4 was completed and occupied by eight large families by the end of January, 1950, while Building No. 3, containing the first 3-room units, was turned over to the Authority on May 1, 1950, with all fifty-four tenants in occupation before the middle of that month. A public inspection was made

BEFORE

AFTER

possible by the co-operation of tenants of some of the apartments, who volunteered to allow the citizens to go through their new homes.

Contracts for the remaining buildings in the Eastern Section —Building No. 8, a group-house building at the north-west corner of Dundas and River Streets—Building No. 9, a 48-suite apartment building at the south-west corner of Oak and River Streets—Building No. 10, a group-house building at the south-east corner of Gerrard and Sumach Streets—were awarded on March 13, 1950, and it is expected that all the buildings in that section will be completed by the middle of 1951 and work on the grading and sodding of the centre park area well under way.

As previously mentioned, redevelopment in the Central Section will consist of two 54-suite apartment buildings—Nos. 12 and 16—each containing twenty-four 6-room, twenty-four 4-room and six 3-room units, four 48-suite apartment buildings—Nos. 14, 15, 18 and 19—each containing twenty-four 5-room and twenty-four 4-room units, and three 8-family group houses buildings for larger families. As it was considered that the contractors whose tenders were accepted would be in a position to arrange more readily for the delivery of materials and equipment if their commitments for the year were known in advance and as the Authority was of opinion that lower construction costs might thereby result, four contracts were awarded—Nos. 14 and 19—Nos. 12 and 15—Nos. 16 and 18—Nos. 11, 13 and 17—at short intervals from November 20, 1950, to January 15, 1951, for the construction of these nine buildings, it being a condition in each contract that the sites would not be turned over to the contractors until the necessary new accommodation in the Eastern Section was completed.

Building No. 5, with twenty-four 5-room and twenty-four 4-room units, was completed and occupied by February 1, 1951, and work was immediately commenced on Building No. 19, while demolitions for the site of Building No. 14 are now completed. Toward the end of April, possibly before this booklet is issued, Building No. 9 will be completed and a site for Building No. 18 made available.

This piecemeal method, forced upon the Authority by the still very acute housing situation, causes a great deal of extra

work in the selection of priority families of appropriate size, the moving of other qualified tenants to temporary locations and so forth and it is apparent, therefore, that the redevelopment programme will still not proceed as quickly as would have been the case had the whole of the area been available to the Authority as a cleared building site. The Members are, however, optimistic that the strain will ease somewhat with the completion of the Eastern Section and that the progress of construction in the Central Section and the complete redevelopment of the Western Section will proceed much more rapidly and in a more orderly way than has as yet been possible.

Three hundred and twenty-six units will have been completed, three hundred and twenty-four will be under way, and work will commence within a year on the remaining four hundred and twelve units.

Building No. 5 under construction, with Buildings Nos. 1 and 3 in the background.

Government Participation in the Cost

The Agreement between the Government of Canada, the City of Toronto and The Housing Authority of Toronto was executed on February 21, 1950, and provides that, upon requests from time to time from the City, the Government will pay one-half of the cost of acquiring and clearing the land up to a maximum of $1,150,000.00, being one-half of the estimated cost of $2,300,000.00, upon proof being furnished as to the cost of the land for which the request is made, that such land has been deeded to the Authority, that footings have been constructed and that the Authority will operate the project in accordance with the provisions of the National Housing Act, 1944, and charge rents which will not exceed the cost of operating the project and amortizing the debt at 3 percent per annum over a period of fifty years.

The balance of the cost of acquisition will be provided directly by the City of Toronto, the annual amount, if amortized at 3 percent in fifty years, being $44,689.00. It is expected, however, that the cost of civic services will be materially reduced by reason of improved conditions, in addition to which ten acres of sorely needed park lands will be made available, not only to the residents of the Project Area but also to the whole of this congested district.

As the Project was undertaken in accordance with a recommendation of the Toronto City Planning Board and with the approval of the Government of Ontario and as all of the lands in the Eastern Section of the Project Area were deeded by the City to the Authority by Instrument registered as No. 74471 E.P. in the Registry Office at Toronto and, further, as not only were footings constructed but the buildings in that section were either completed or in an advanced stage of construction, the City made its first request for a grant toward the acquisition cost on March 29, 1951. Up to and including March 6, 1951, a net total of $622,464.02 had been expended in the Eastern Section. As it had agreed to do, with Dominion Government approval, the City sold the land to the Authority for the sum of $1.00, leaving its net cost $622,463.02, half of which amounted to $311,231.51, which was the amount requested from the Government.

The Province of Ontario, as promised, made a grant of $56,000.00 to the Authority on December 9, 1949, Buildings Nos. 1 and 2 having been completed and occupied. While the promise of this grant had been made purely as an experimental measure, the Authority, upon the completion of Buildings Nos. 3 and 4, requested the Government to continue its grant of $1,000.00 a unit toward the cost of construction and, in announcing that the grant had been authorized, the Honourable Leslie M. Frost, who had become Prime Minister of the Province on May 7, 1949, intimated to the Press that his Government would continue to make a like grant, upon the request of the Authority, as each building or group of buildings was completed. This undertaking was confirmed by the Honourable William Griesinger, Minister of Planning and Development, in his letter of February 1, 1951, in which he also advised that he would be glad to receive an application from the Authority for a further grant of $144,000.00, covering Buildings Nos. 5, 7 and 9. This grant was approved and will be paid over to the Authority upon the completion of these three buildings within the next month or two.

When the Regent Park (north) Housing Project has been completed, the Provincial Government grant will, therefore, total $1,062,000.00.

Construction Costs and Operating Deficits

The estimated cost, including the Administration and Community Centre Building, is $9,600,000.00 which, while greater than was originally estimated, will be offset by the increased capacity of the tenants to pay rent and should result in a lower annual deficit than was expected when the question was submitted to the ratepayers. Apart from this, the 822 families residing in the 666 houses in 1947 will be re-housed in modern, sanitary premises and, furthermore, well over 200 additional families will ultimately be provided with urgently required moderate-rental housing accommodation.

Several surveys have been made as to the rent-paying capacity of the residents and, according to the latest figures, it is confidently expected that the over-all figure for shelter and services throughout the completed project will average $50.00 a month. As mentioned previously, these rents will range between the minimum of $29.00 a month for shelter and services and the maximum of $85.00 a month.

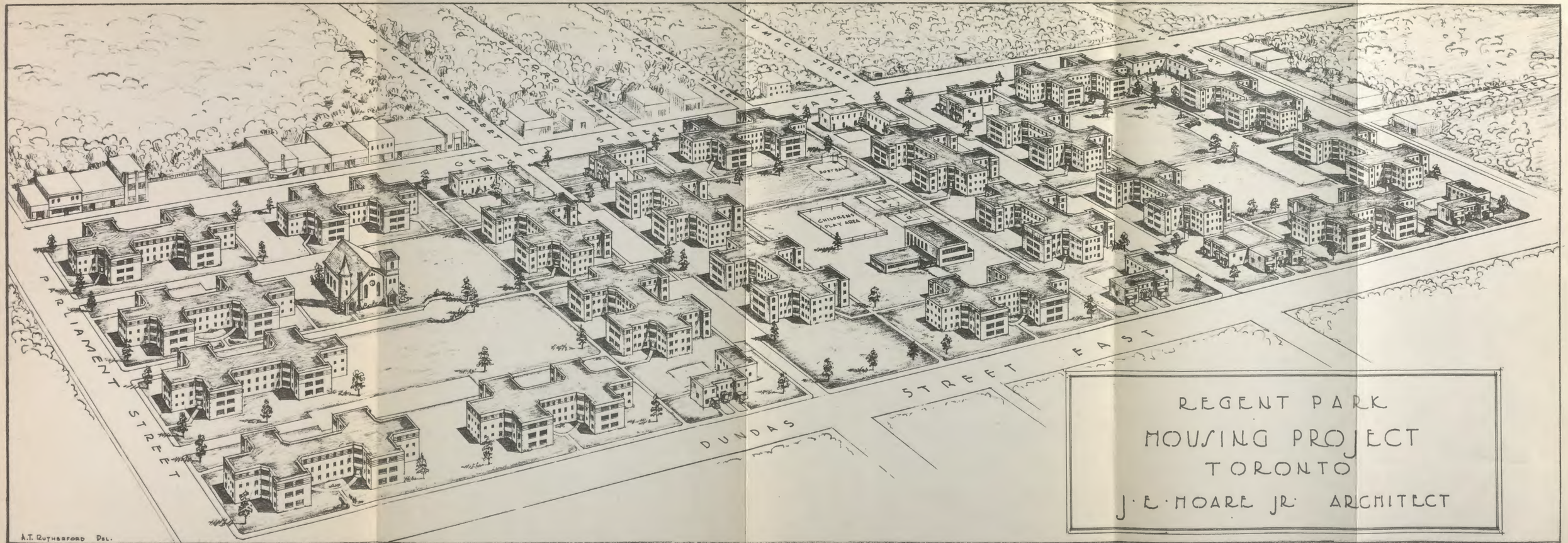
Contrary to the practice in public housing projects in the United States and to the proposal which was at first suggested for Regent Park (north), namely, Payment In Lieu Of Taxes, The Housing Authority of Toronto has adopted the firm principle of paying its municipal taxes in full on a fair and equitable assessment, in the same manner as if this were a privately-owned project.

In arriving at this decision, the Authority had in mind that, Regent Park (north) having been submitted to the ratepayers as a subsidized housing redevelopment, there must be no hidden subsidy and the facts must be made known to the City Council and to the citizens at large. An outside figure of $200,000.00 has, therefore, been used in the calculations as the amount of municipal taxes when the redevelopment has been completed.

Based on amortization of construction costs at 3 percent in fifty years and on the various Schedule of Wages, Replacements, Repairs, Maintenance, etc., and other expenses such as allowance for vacancies, rent losses, taxes, insurance, fuel, and other costs, the average monthly cost per unit is placed at slightly over $60.00. The average monthly deficit per unit will be slightly over $10.00 and the total annual deficit will, therefore, amount to $132,422.00, which deficit the City of Toronto has agreed to bear.

Comparatively few of the resident families are in the higher income brackets and, were it not for the priority promised to the families which resided in the area on July 15, 1947, the date of expropriation, such few families would not be considered as eligible for re-housing. Even so, the rents payable by such families are in excess of the estimated average cost per unit but still are not too high for the type of accommodation provided. It is not the intention to subsidize them in any way, nor would the Authority countenance such action, as subsidies must be limited to those unfortunate enough to need them.

Appended to this Report is a copy of the Perspective Drawing of Regent Park (north) Housing Project, a Project which is an outstanding example of what can be accomplished by a Municipal Government with the assistance of its Provincial Government and the Government of Canada, all deeply conscious of the need of providing moderate-rental housing accommodation, a field practically abandoned by private interests.



REGENT PARK
HOUSING PROJECT
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J. E. MOORE JR. ARCHITECT